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A PARK AND RECREATION PLAN

for the

VILLAGE OF STEGER

ILLINOIS

Prepared by

Recreation and Parks Field Service

Department of Recreation

University of Illinois

1961

Recreation and Parks Field Service
Department of Recreation
University of Illinois
Urbana, Illinois

The Recreation and Parks Field Service was established by the Department of Recreation for the purpose of assisting Illinois communities and their organizations to develop their park resources and opportunities for recreation. This purpose is fulfilled by (1) providing technical and professional assistance and counsel, (2) preparing and disseminating information on various phases of recreation and park services, (3) promulgating acceptable standards, and (4) cooperating with other University, State, and community interests.

Examples of the kinds of services which are provided are:

Organizing and helping establish recreation systems, park districts, and the like.

Advising on problems related to legislative legal aspects, financing, budgeting, and the like.

Preparation of surveys, appraisals and studies.

Assistance on personnel practices including recruiting, selecting and training professional and volunteer personnel.

Developing agency and departmental coordination and relationships.

Planning public relations (including referenda campaigns).

Advising on problems related to the development and maintenance of recreation and park facilities.

Advising on the development of programs and services.

As the need arises, other resources of the University, including personnel, may be drawn upon to supplement the efforts of the Department of Recreation.

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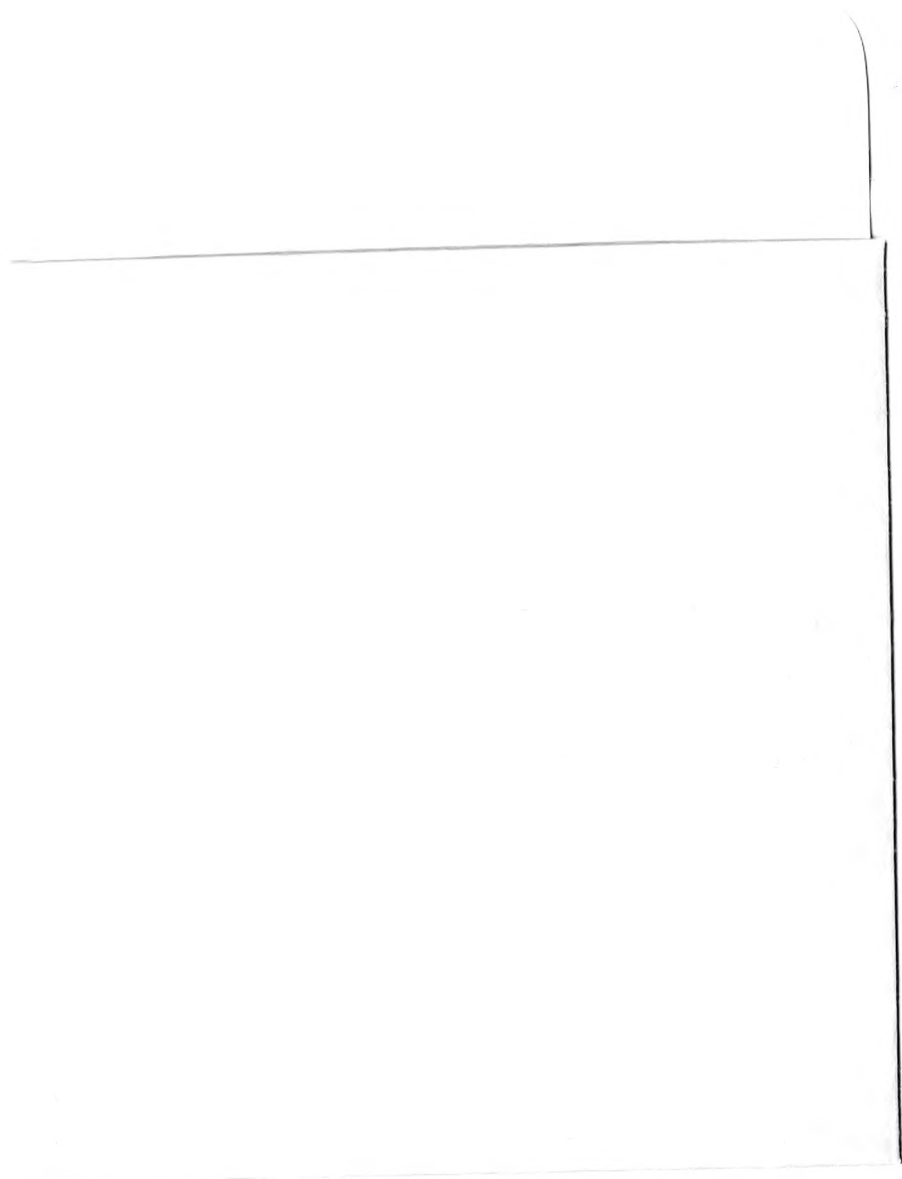
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Department of **Recreation**

February, 1961

To the President and Trustees of the
Village of Steger, Illinois

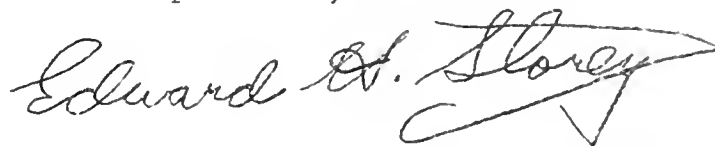
Gentlemen:

We are pleased to transmit herewith our report on recreation and park services in Steger.

The appraisal of these services has indicated the need for decisive action to bring these services in Steger up to a desirable standard. Recommendations have been made, which, if carried out, should ensure reasonably adequate recreation and park services in the near future, and long range objectives are also set forth.

The cooperation of Mr. Robert Enzweiler, School Superintendent S. P. Montieth, members of the Village Board, Playground and Recreation Board, and School Board, is acknowledged with appreciation.

Respectfully submitted,

A handwritten signature in cursive script, reading "Edward H. Storey". The signature is written in dark ink and is positioned above the printed name of the signatory.

Edward H. Storey, Consultant
Recreation and Parks Field
Service

BACKGROUND FOR PLANNING

INTRODUCTION

The modern American city exists to provide for the general welfare of all its residents. Where needs exist that normally cannot be met by individual or family resources, people pool their resources by payment of taxes to a public purse, to enable a common authority to render the services needed. In this manner, municipal governments provide sidewalks and streets, storm and sanitary sewers, police and fire protection, health services, schools, public parks and increasingly, basic recreation programs and services.

The years since World War II have revealed a strong awareness that recreation is a vital and significant part of community life and that it has an essential place in our democratic society. With increased leisure has come the need for increased recreation opportunities, not only for children, but for all age groups. Year 'round programs designed to serve basic recreation needs of all people regardless of age, sex, race, creed or color are now provided under public auspices in most communities.

Recreation programs have proven their worth through benefits derived, including improved physical and mental health, personality development, social adjustment, and increased safety. Recreation programs, properly established and guided by qualified leaders, have been a powerful positive force in the prevention of delinquency. Recreation programs contribute to enriched community life and foster sound human values. In so doing they support the prosperity and general well-being of the community.

Recreation opportunities can be found in a variety of settings, provided by various non-government groups. Churches, service clubs, youth-serving agencies, special interest groups and commercial enterprises conduct worthwhile recreation activities, and their roles are destined to be expanded in future years. Libraries and schools make significant recreation contributions. The home, of course, has a fundamental responsibility for the provision, guidance, and sharing of recreation activities which strengthen the family as a unit, and contribute to the personal development of individual members of the family.

Experience has shown that local government organization is necessary to meet recreation needs adequately and to assure proper attention to, and planning for, recreation and park services. Public provision of recreation services makes them comparatively inexpensive, and provides the only practical means of making recreation opportunities available to all the people. Only through government can park lands and recreation facilities be secured at minimum cost and in a way that assures continued public ownership. A well designed and skillfully managed park system beautifies the community and helps to protect and enhance property values.

Community parks and other recreation facilities should be provided in keeping with all the factors involved in the total community plan of land-use and property development. In the same sense, public recreation organization must be effected in relation to programs provided by non-government groups. It is a function of public recreation to support and strengthen these programs without detracting from the independence of the sponsoring groups in any way. At the same time, it is the responsibility of the public recreation system to provide programs which assure all residents of an opportunity to participate in a suitable recreation activity. In this manner adequate coverage is assured and duplication of effort is avoided.

If a community's park and recreation services are to be adequate and are to give assurance of continuing effectiveness from year to year, certain elements have been found through experience to be essential. These elements are:

- (a) a public park and recreation managing authority established according to state enabling legislation;
- (b) a board of representative and interested citizens, appointed or elected, to whom the provision of park and recreation services is a primary concern;
- (c) competent, well-qualified professional leadership and capable well-trained volunteers;
- (d) a dependable, continuous source of adequate funds to establish, operate, and maintain programs, services and facilities;
- (e) a suitable variety of outdoor and indoor areas and facilities;
- (f) intelligent and comprehensive planning procedures.

These elements are given full consideration in the recommendations which form the framework of this long-range plan.

METHODS OF PLANNING

In order to provide a frame of reference to guide the formulation of recommendations for sound community development, a set of guiding principles was adopted by the Playground and Recreation Board. These principles, as listed below, reflect the previous experiences of communities in the planning and provision of park and recreation services. They are commonly accepted as authoritative guidelines for action.

1. Recreation opportunities should be available to all the people of the community, regardless of race, creed, color, age, sex or economic status.
2. Planning for recreation and park services should be undertaken with representative citizens to assure that plans reflect broad community thinking.
3. In developing park and recreation plans, consideration should be given to widely accepted principles and standards.
4. Recreation and park facilities and services should be planned on a neighborhood, community and city-wide basis as related parts of a unified, well-balanced system, to provide maximum opportunities for all the people in the area of jurisdiction.
5. A park and playground should be provided in each neighborhood, preferably adjacent to the elementary school.
6. Each recreation area and facility should be located conveniently within the area it is to serve, and should have safe access for all the residents of that area.
7. Land for park and recreation areas and facilities should be acquired or reserved well in advance of the development of an area, in the same manner that it is reserved for other public purposes.
8. Space standards for park and recreation areas should be met, and the land acquired even if the limited financial resources of the public park and recreation agency oblige it to delay complete development.
9. Planning for parks and recreation facilities should encompass areas beyond the city, to insure adequate recreation opportunities for the people of the entire metropolitan area.
10. Selection or acceptance of sites for park and recreation development should be based on their suitability for the intended purpose, as indicated in the overall plan.
11. Parks and recreation lands should be dedicated and held in perpetuity, protected by law against diversion to non-recreation purposes and against invasion by inappropriate uses.

12. The park and recreation plan must consider the requirements for management, leadership and maintenance, and the costs of these requirements.
13. Beauty and functional efficiency should complement each other in parks and recreation facilities, and should be considered equally important goals of planning.
14. Maximum effort should be directed towards the development of public understanding of plans for recreation and park services.

It is felt that the physical phase of this long-range plan will serve its purpose if it provides a general guide for the selection of areas and their development. The physical plan is primarily concerned, therefore, with the development of an ultimate system of park and recreation areas and facilities. It must be kept in mind that there is, at the time of writing this report, no comprehensive physical development plan for the Village. If and when such a plan is prepared, certain changes in the location of park and recreation areas may be found necessary in the interest of total community development. Any such changes should be made in accordance with the principles which are set forth in this report. The need for a comprehensive plan is evident and in the best interests of the Steger community such a plan should be prepared.

General recommendations are presented for developing each type of area, and the principles of functional design are stated for guidance in individual site planning. Actual development plans and specifications should be prepared by qualified consulting engineers, landscape architects and architects as the need arises and funds become available.

STANDARDS FOR PUBLIC PARK AND RECREATION AREAS AND FACILITIES

The standards set forth have been used as a guide for determining the land space and facility requirements for the various neighborhood, community and city-wide purposes. It should be understood that these are minimum requirements, and that a number of progressive cities have found it desirable to exceed them. The adoption of standards such as these is a matter for local determination, based on experience obtained in other communities. The basis for these standards may be found in the publication of the International City Manager's Association.¹ They are consistent with standards prepared by the National Recreation Association.

¹ Local Planning Administration. International City Manager's Association, Chicago, 1959.

1. Gross Recreation Acreage.

The gross total of all public park and recreation-use lands should provide one acre of such land for each 100 of the population. The total land should be well distributed throughout the city area, and should be developed to meet widely varying recreation needs in accordance with the standards for specific types of areas and facilities which are set forth below.

2. Neighborhood Parks and Playgrounds.

Just as elementary schools are located within walking distance of the homes they serve, so should neighborhood parks and playgrounds be located conveniently to the people in each residential neighborhood. Where possible, it is desirable to provide parks and playgrounds adjacent to elementary schools, thus enabling the joint use of school, park and playground areas for both school and general community purposes. This "park-school concept" represents a wise use of tax funds, as it provides a combined functional unit for education, recreation and other community purposes. It enhances planning for maximum efficiency in the use of public lands.

There should be a neighborhood park and playground within walking distance of every home. The actual service radius in each neighborhood should be determined primarily by factors of population density, residential lot sizes, and safety of access. Generally, where lot sizes are less than 1/4 acre, the maximum service radius should be 1/4 mile. As lot sizes increase, if other conditions are equally favorable, the service radius may be extended to as much as one-half mile.

The minimum desirable size is five acres, and three acres is the minimum size in which essential functions can be fitted with adequate separation between areas for different age groups.

In the overall city allotment of neighborhood parks, there should be one acre for each 1,000 persons, and in the allotment for neighborhood playgrounds, there should be one acre for each 800 persons. This provides a standard for combined parks and playgrounds of one acre per each 450 of population in the neighborhood.

Desirable facilities of a neighborhood park include:

Shelter building with games room, meeting room,
storage and toilet facilities, with small kitchen,
or access to comparable facilities in the elementary
school building.

Grassed open area for informal games.

Multi-purpose all-weather courts area with games
standards and basketball goals, night-lighted for
play of older children.

Spray basin or wading pool.

Landscaped neighborhood park area for passive
recreation and nature study.

Family picnic area.

It is emphasized that the neighborhood park-playground
should be so located that children do not have to cross major street,
highway, or business areas to get to it from their homes.

3. Community Playfields.

A community playfield is an area serving a group of
neighborhoods within a city. There should be 1.25 acres of
community playfield space per 1,000 of the population. The
minimum desirable size for a community park is 10 acres.

Desirable facilities of a community park include:

Area for game courts.
Field for women's sports.
Open turfed lawn area.
Picnic area.
Landscaped park area.
Children's play area.
Fieldhouse.
Parking area.

The service radius for a community playfield should not
be greater than one mile.

4. City-Wide Parks.

A city-wide park is regarded as a large area serving all the residents of an urban municipal jurisdiction. It should provide a beautiful natural setting that invites enjoyment of both active and passive recreation interests. Major recreation facilities not usually duplicated in other parks should be included here. These might include a golf course, woods, winter sports center, picnic areas, athletic fields, ornamental gardens, outdoor theater, bandshell, and adequate off-street parking. The city-wide community center is often located in such a setting.

The standards for such parks are flexible, and depend upon the need for providing balance to the entire park and recreation system.

5. Regional Parks and Reservations.

A regional park is a large land and forest reservation, preferably with unique scenic character. It serves one or more cities, or part of a large metropolitan region. It is usually located outside the corporate boundaries of cities. Its purpose can be threefold: To preserve a portion of natural landscape; to supplement the recreation facilities available in urban areas; and to act as a greenbelt separating cities in a large, highly developed metropolitan region.

6. Specialized Recreation Areas and Facilities.

The facilities previously described are generally termed as multiple-use. Certain other facilities are highly specialized. They may be developed on special tracts of land, or integrated into other park and recreation areas.

Golf Courses. There should be one hole of publicly-owned golf courses for each 3,000 of the population, where private courses are also present. Where there is no private course in or immediately adjacent to a city, public provision for golf should be sharply increased.

Swimming Pools. Such facilities should be sufficient to serve three to five per cent of the population at one time. The minimum standard is 27 square feet of water surface per swimmer, with deck space provided on a ratio of two square feet of deck area for each square foot of water area.

Athletic Field or Stadium. This facility is intended for specialized sports, and is usually located at the High School. The athletic field usually provides a football field, running track, and space for field events. This area should be floodlighted for evening use. Including parking space and seating accommodations, 10 to 20 acres may be required for this facility.

Baseball Diamonds and Softball Diamonds. There should be at least one baseball diamond and one softball diamond per 3,000 of the population.

Public Tennis Courts. There should be one tennis court for each 2,000 people. Tennis courts should be built in batteries of two or more courts per location.

Recreation Building. The public provision of indoor recreation facilities should include consideration of the availability and use of indoor public school facilities. Where such school facilities are available, public provision of other indoor recreation facilities can be less extensive. The following facilities should be available for indoor recreation purposes, regardless of where they are provided:

A multiple-use room for each 4,000 or less.

A gymnasium for each 10,000 of the population or less.

An auditorium or assembly hall for each 20,000 or less.

A social room or play room for each 10,000 or less.

An informal reading and quiet game room for each 10,000 or less.

An indoor game room for each 10,000 or less.

An arts and crafts room for each 10,000 or less.

An indoor swimming pool for each 50,000 or less.

FUNCTIONAL DESIGN

Careful design of recreation and park areas for functional use is vital to the efficient programming, operation and maintenance of the entire system. Each site has its individual peculiarities which must be considered in its development. The following are some of the principles which apply to the design of any recreation area.

1. Efficient Use of Space.

A general site plan for each area should be prepared in advance of the location or development of any specific area or facility. This will ensure that all the required areas and facilities are provided to best advantage in the amount of space available.

2. Adequate Space for Each Facility.

It is important that standard dimensions be used for play areas, to ensure safety and satisfying participation.

3. Efficiency of Supervision.

Those activity areas requiring considerable supervision should be located near a central point of control. Those areas requiring less supervision may be located farther away from the central point of control.

4. Accessibility and Relationship of Activity Areas.

Those areas and facilities having close activity relationship, or used by the same age group, should be placed close to one another. Facilities involving spectator attendance or mass participation should be close to approach streets and parking areas. Facilities for small children should be placed near the side of the park with the largest number of homes, and close to the entrance.

5. Safety.

This is best obtained by placing apparatus areas away from lines of foot traffic, and by arranging playing fields so that fly balls or other equipment will not enter other activity areas. Similarly, parking areas should be located and drives controlled to avoid crossing foot traffic lines and other activity areas.

6. Economy of Construction and Maintenance.

The use of permanent types of court surfacing, durable building materials, and hardy plant materials will help ensure low maintenance costs. Careful location of specialized facilities will reduce grading, draining, plumbing, and paving costs. Careful planning of location of trees, shrubbery, and plant materials, coupled with careful design of walkways and the like will maximize the use of large mowing equipment and minimize the costly use of hand operated equipment.

7. Public Accommodations.

Adequate and convenient toilet facilities, parking areas, walks, seating accommodations, shade and drinking fountains may determine the usability of a recreation area.

8. Utilization of Natural Features.

Comparatively level terrain should be devoted to active game areas and courts. Natural slopes are best adapted to an outdoor theater, or winter sports, and tree growth should be saved for its aesthetic value, or for picnicking, hiking, and nature study.

9. Aesthetic Quality.

An attractive recreation area provides the right environment for recreation enjoyment and enhances the economic value of adjacent property. This quality can be achieved even on the smallest area by the judicious and artistic use of trees, shrubs, vines and lawn surfaces, and by good architectural design and building materials. A dreary unattractive play area is a detriment to the community.

Part II

EXISTING COMMUNITY FACTORS

SOCIAL AND ECONOMIC CONDITIONS

At the time of writing this report, only the preliminary population estimates for Illinois cities and villages were available. The distributions and percentages given are, of necessity, derived mainly from tracts of the 1950 census. The ratios implied are, however, assumed to be reasonably representative of current conditions.

1. Population Growth.

Steger is located 30 miles south of the Chicago Loop, at the southern edge of the Chicago Metropolitan Area. The county line dividing Cook and Will counties bisects the community. Its population is nearly equally divided between the two counties. Census information shows that Steger has experienced an accelerated period of population growth during the past two decades.

Census Chart Showing Population Percentage Increase 1940 - 1960

<u>Year</u>	<u>Population</u>	<u>Increase</u>
1940	3,366	--
1950	4,358	29.4%
1960	6,390	46.6%

By comparison, the population of the neighboring community of Crete (1960 population - 3,459) has increased by 50.5% during the past decade, and that of Chicago Heights (1960 population - 4,046) by 90%. During this same period, the population of Will County has increased by 41.8%. It appears reasonable to expect that population in the Steger area will continue to increase at a rate of 40% to 50% or more per decade.

This continued rate of growth would result in a Steger population of from 9,000 to 10,000 by 1970, and approximately 15,000 by 1980.

The present incorporated area encompasses 1.75 square miles. Present growth potential beyond the corporate limits is limited to two areas. On the eastern border there is a substantial area east of State Street, extending from 30th Street (Sauk Trail) on the north to 34th Street (County Line Road) on the South. The western border is partially bounded by the Cook County Forest Preserve District as far south as the county line, leaving a large unincorporated area to the west and south-west. Both of these areas are within the legal platting control limits of Steger. To the north, Steger is bounded by the village of South Chicago Heights. To the south is the Village of Crete. While there is no present plan for annexation of these areas, they should be given consideration in planning for the future park and recreation system of the Village.

2. Racial Composition of the Population.

The great majority (93%) of the population of Steger is native-born. The 7% foreign-born are composed almost entirely of people of European origin, with Italians (2%), Germans (1.3%), Polish (0.7%), and Swedish (0.5%) being the predominant nationalities represented. Less than one-half of one per cent (0.43%) of the population is non-white.

3. Population Distribution by Age and Sex.

There is a very close distribution of the population between males and females. The population distribution by age groups is not appreciably different from that of other Illinois communities of its type.

1950 POPULATION DISTRIBUTION BY AGE AND SEX
WITH PROJECTED ESTIMATES FOR 1960

<u>Age</u>	<u>Male</u>	<u>Female</u>	<u>Total 1950</u>	<u>Total 1960</u>	<u>Percentage of Total</u>
14 and under	667	640	1,307	1,916	30.0%
15 to 19	131	145	276	406	6.3%
20 to 35	519	616	1,135	1,664	26.0%
35 to 49	476	410	886	1,299	20.3%
50 to 64	250	267	517	758	11.9%
65 and over	<u>114</u>	<u>123</u>	<u>237</u>	<u>347</u>	<u>5.5%</u>
Total	<u>2,157</u>	<u>2,201</u>	<u>4,358</u>	<u>6,390</u>	<u>100.0%</u>

4. Housing Conditions.

In 1950, there were 1,170 households, with a total of 1,193 dwelling units in the Village. Nearly 70% of all dwelling units were owner occupied, and a high degree of home ownership with relatively low population mobility was indicated. Sixty-eight per cent of all dwelling units were the single family type, and this characteristic is still evident in Steger. The average number of persons per dwelling unit was 3.4. The median value of the dwelling units in Steger was \$7115 in the Cook County sector and \$7789 in the Will County sector. This is well below the average for suburban communities in the Chicago Metropolitan Area. Much of the present-day housing, while unpretentious, is neat and well-kept. There is, however, a surprising amount of poorly maintained residential property considering the high degree of home ownership.

5. Occupation and Employment.

The labor force is predominantly (75%) male, with the bulk of the workers being wage and salary workers. The majority are craftsmen, skilled laborers, machine operators, and the like, while laborers make up a significant part of the work force. There are very few professional and managerial persons. The median income in the Cook County sector was \$3225, and in the Will County sector was \$3663.

6. Educational Level.

The educational level of the population of Steger is indicated in the following chart derived from 1950 Census tracts.

YEARS OF SCHOOL COMPLETED BY 2,500 STEGER RESIDENTS
(25 Years of Age and Over)

No schooling	45	1.8%
1 to 4 years	115	4.6%
5 and 6 years	225	9.0%
7 years	220	8.8%
8 years	890	35.6%
1 to 3 years High School	455	18.2%
4 years High School	400	16.0%
1 to 3 years College	55	2.2%
4 years College	45	1.8%
Did not report	50	2.0%
Total	<u>2,500</u>	<u>100.0%</u>

The median education level attained was 8.7 years of school completed.

7. Trade and Commerce.

Steger is not a strong industrial center, although the presence of available industrial sites with good access to both rail and highway transportation arteries holds promise of future industrial development. The business area does not attract heavy trading. It is generally unattractive, and does not fare well in the competition with other nearby trading centers, judging by the low sales tax revenues received by the Village.

GOVERNMENTAL PATTERN

1. Village Government and Finance.

Steger has the Village form of government. Municipal services include police and fire protection, street and park maintenance, public waterworks, sewage system, and general welfare. Taxes are levied for playgrounds and for the support of a municipal band. The assessed valuation of the Village was \$7,824,000 in 1959. The 1960 assessed valuation is \$8,800,000. This is a low assessed valuation for the population of the Village, in comparison with other cities and villages of comparable size in the metropolitan area. The following chart indicates Steger's position in this regard.

<u>Municipality</u>	<u>Population</u>	<u>Assessed Valuation per capita</u>
Geneva	7,562	\$3,920
West Chicago	6,839	\$2,780
Lockport	7,514	\$1,950
Wheeling	7,149	\$1,850
Tinley Park	6,954	\$1,400
Steger	6,390	\$1,200

This low assessed valuation factor imposes serious problems on the adequate provision of governmental services. It results in a relatively high tax rate for a minimum amount of governmental services. The total 1959 Village tax rate of .907% was comprised as follows:

Corporate Fund	.196%
Public Benefit	.05 %
Fire Protection	.059%
Playground	.067%
Police Pension	.032%
Street	.048%
Retirement Fund	.104%
Band	.02 %
Bond Reduction	<u>.331%</u>
Total	.907%

Sources of Revenue for 1959 were as follows:

<u>Source</u>	<u>Actual Revenue</u>	<u>% of Total</u>	<u>Illinois Average % of Total</u>
Property Tax	67,822	47.8%	42.11%
Sales Tax	16,121	11.3%	15.73%
Motor Fuel Tax	6,373	4.5%	12.33%
Liquor Licenses and Wheel Tax	12,774	9.0%	7.0%
Other	<u>38,599</u>	<u>27.4%</u>	<u>22.83%</u>
Totals	141,689	100.0%	100.0%

2. Schools.

The Steger elementary and junior high schools are under the jurisdiction of School District 194. The Board of this District has taken progressive action in recent years to improve the school facilities. Steger schools under this jurisdiction include Central Junior High School, Eastview Elementary School and Parkview Elementary School.

3. Recreation.

The Village has a public Playground and Recreation Board which was established by referendum on June 14, 1949. As previously indicated, the Village levies a tax of .0667% for recreation as provided under Chapter 24, Article 57 of the Cities and Villages Act, Illinois Revised Statutes. This tax has been used primarily for land acquisition and maintenance. Very little recreation programming is carried out by the Recreation Board. The Village also levies a Municipal Band Tax of .02%, which is used to provide musical instruction for children and youth during the summer.

Steger is spending less than \$1.00 per capita of tax funds for recreation and park services. The nationally recommended expenditure for these purposes is \$6.00 per capita, and actual practice in Illinois communities is to spend from \$3.00 to 4.00 per capita for public park and recreation services.

EXISTING RECREATION PROGRAMS

PUBLIC

1. Playground and Recreation Board.

There is very limited provision of public recreation services. The limited funds for this purpose are being used for playground maintenance and facility development, and the balance is not sufficient to enable the provision of an adequate year-round recreation program. The playgrounds are not supervised or staffed during the summer. Summer activity is limited to boys' baseball, while winter activity includes a basketball league, some arts and crafts, and holiday parties.

2. Public Schools.

The public schools have a number of activities which contribute to the recreation of the children. These are mostly after-school activities and include softball, track, basketball, dramatics and music. The school library at Central School is also available to the children after school hours.

The summer band program is under the joint sponsorship of the Village, through its Band Fund, and School District #194. The Village fund provides for the salary of the Director of the program, and for the music sheets. The School District provides the use of the school band room, music from the school library, music equipment and instruments. Bloom Township High School also makes some of its music instruments available. The program attracts some 90 children and youth, and is well-directed.

ORGANIZATIONAL

1. Kiwanis Club.

The Kiwanis Club makes a substantial contribution to recreation programs in the Village. Its major program is the baseball program for boys. This club contributes funds plus a good deal of volunteer leadership, in an effort to provide needed recreation programs in the Village.

2. American Legion Post 261.

The American Legion sponsors the Teen Club. This club holds dances every Friday evening during the winter season at the American Legion Hall. It is the only youth club in the Village other than church youth groups.

The American Legion also organizes bowling leagues for boys 10 to 13 years of age, and for boys and girls 14 to 17 years of age.

The Legion Hall serves as a center of social activities for its adult members, and enables a very active bowling program for adults. Bowling is open to non-members.

3. Veterans of Foreign Wars Honor Eleven Post 8283.

The V.F.W. Hall provides an attractive social center for its members, and it is also available to community groups. Private parties may use the facility for a rental fee.

4. Church Activities.

The various church activities are summarized in the program service chart on page 19. Church activities play an important role in the lives of Steger residents generally,

PROGRAM SERVICES OF ORGANIZATIONS, CLUBS, AND CHURCHES

Name	Cost of Program	No. of Participants	Age Groups Served	Types of Program Services
Recreation Board	\$4,669	510	9-14 Male 9-25 Male 6-10 Mixed	Basketball Baseball Arts & Crafts
Municipal Band Program	\$1,250	90	12-17 Mixed 11-12 Mixed 10-11 Mixed	Concert Band Training Band Beginners
Public Schools	\$1,410	Not recorded	12-15 Mixed	Dramatics Intramurals Music
Parent Teacher Association	None	900	12-15 Mixed	Dances
Kiwanis Club	\$ 350	Not recorded	9-11 Male 12-15 Male	Baseball Baseball
American Legion	\$2,500	608	6-17 Mixed 13-16 Mixed Any Age Mixed 9-13 Male 14-17 Male 10-13 Female 12-15 Male 9-12 Female	Happy Day School Teen Club Halloween Party Little League Bowling Bowling Boy Scouts Brownie Scouts
V.F.W.	No limit Established	Not recorded	Adults 9-13 Male 12-15 Male 12-15 Female 12-16 Male	Social Parties Little League Boy Scouts Girl Scouts Explorers
Lutheran Church	\$ 300	800	13-26 Mixed	Social & Educational
Congregational Ch.	None	500	5-85 Mixed	Family Activities
St. Liborius Church	None	65	10-14 Male 7-10 Male 7-11 Female	Boy Scouts Cub Scouts Brownies
Adams' Heights Improvement Association	None	380	Adults 4-12 Mixed Adults Adults Scouts 14 & over	Halloween Party Halloween Party Turkey Shoot Spring Dance Explorer Troop

but the youth programs serve only a small part of the recreation needs of the youth. The churches cannot be expected to provide the broad range of recreation services that are needed.

5. Parent-Teacher Association.

The P.T.A. conducts dances for the 12 to 15 year age group, using school facilities. P.T.A. members serve as volunteer chaperones and leaders.

6. Adams' Heights Improvement Association.

This is the only organized neighborhood recreation group in the Village. Through use of their community hall, the association provides scout activities, neighborhood social gatherings, and fund-raising dances.

In general, the recreation programs are hampered by a lack of indoor and outdoor facilities. More important, however, is the lack of professional leadership to organize, administer, and give skilled direction to programs. The adult needs are met to some degree by the social activities of the churches, service clubs, women's card clubs and the veterans' organizations. There is a surprisingly low number of adult special interest groups. Youth recreation needs are not being met to any satisfactory degree. The teenagers in the community feel that there is little for them to do recreationally, and many adults express concern over the fact that the teenagers are left to "hang around" the downtown section with no place where they can meet, lounge, and participate in positive forms of recreation activity in a desirable environment. There is a real need for a youth recreation center which would be open and staffed with qualified leadership during those hours when the youth of the community have free time.

Recreation programs for young children are almost totally lacking during the summer months, when they are needed the most. A well organized summer program under qualified leaders using the playgrounds, forest preserve district, and other facilities should be implemented without delay.

While more than 5% of the people of Steger are over 65 years of age, practically no attention is given to the recreation needs of this age group. One church makes its facilities available to the Senior Citizens for meetings and quiet games, but no special activities are held, and there is no organized Senior Citizen group.

It must be emphasized that the failure to provide adequate recreation programs can be attributed directly to the lack of professional leadership. Even though recreation facilities are lacking to some degree, much can be done to stimulate recreation interests and to establish positive recreation programs through the provision of qualified leadership. To accomplish this, the financial resources available for recreation must be increased.

EXISTING PARKS AND RECREATION FACILITIES

In determining the status of recreation in a city, consideration must be given to the amount, types, and distribution of existing recreation facilities. Any type of recreational activity demands some amount of either indoor or outdoor space. With this in mind the following comments are concerned with evaluating existing facilities within the Village and in its immediate vicinity.

PUBLIC

1. Village.

Within the corporate limits Steger has two tracts of land designated as playgrounds or parks. One of these, Fireman's Park, with the exception of three lots, is owned by the Village. Condemnation proceedings are underway at the present time to obtain the three lots and apparently it is just a matter of time until the complete tract is acquired.

Fireman's Park has a new shelter house, a little league baseball diamond, a graveled area which is flooded for ice skating in the winter, and an apparatus for the traditional water fights held by the local fire department. Little progress has been made toward developing this area into a first-class playground and park. It is unattractive in appearance and should be developed according to a carefully prepared site plan.

The second tract of land in the Eastview neighborhood is under condemnation proceedings but it is not expected that the Will County Courts will rule in favor of the Village for some time to come. This tract of land has good potential for development as a community park and efforts should be continued to obtain it.

As there are baseball diamonds and playing fields available at this site it seems practical to continue maintaining and using it as a community playfield, but no major development should be undertaken until full ownership is achieved.

The addition of Adams' Heights Subdivision to the corporate limits of the Village has gained five (5) acres of land set aside for playground purposes. It is located between Adams' Heights and the Village proper and is mostly marginal swampy land which has been drained by the Village. Even though this land was donated for playground purposes and accepted as such by the Village, it holds little value for recreation as it stands. Indications are that in extreme wet weather it may flood thus rendering it useless for a period of time. It might be possible to use this area as a flood water basin and to develop it as a small scenic park and picnic area, with a natural water basin to provide ice skating during the winter season.

2. Schools.

Outdoor recreational areas on school properties, though still limited, are being expanded at an encouraging rate. The Village Playground and Recreation Board and the Board of School District #194 are working toward the establishment of joint school and community play areas. This action is to be highly commended, and should be continued wherever a new school site is planned. Joint planning, use and maintenance agreements will provide for the maximum benefit from tax dollars available for these purposes. Considerations important in such agreements are outlined in Appendix D of this report.

- (a). Central Junior High School is situated on approximately four acres and is located at Emerald and 33rd Street. The building features a medium sized gymnasium with a stage and a modern music room. Outside facilities consist of a 120' x 80' multiple-use area equipped with four (4) basketball backboards. Although the site is not well-developed it is centrally located and should play an important part in the long range recreation plan. Site design should be carefully prepared to enable maximum use of the land as it is sub-standard in acreage for both school and recreation purposes.
- (b). Eastview Elementary School is located on East 34th Street. It is situated on a five-acre tract and there is a possibility of adding three more acres by condemnation. Little has been done to develop this area into

a playground. However, this area holds good potential as a neighborhood park-playground area.

- (c). Parkview Elementary School, located at Richton Road and Park Avenue, includes seven acres and there is a possibility of adding more land to its southern boundaries. The grounds are undeveloped. The old Steger Schoolhouse stands on a small plot of land directly across the street from Parkview School. It has some playground apparatus and a multiple-purpose area.

An additional school site containing seven (7) acres lies within School District #194 but is outside the corporate limits of Steger.

Future plans call for a school site to be secured in the Northeast section of Steger. The site is not pinpointed at the present time. The new housing development now being planned for this area will lead to the need for a new school to serve the neighborhood.

OTHER PUBLIC AREAS

1. Sewage Disposal Plant Site.

This contains 6 acres of land owned by the Village. It is located in the approximate center of the Northeast section of Steger. The plot is not suited at present for recreation, as it is marginal land. It could be developed as a scenic park area with limited potential for recreation use.

2. The Cook County Forest Preserve borders Steger on the west from 34th Street to South Chicago Heights and occupies many square miles between Steger and Park Forest. This area is designed to retain some natural forest land for the use and enjoyment of the public. Within the Preserve are many family picnic areas which have been developed. Sauk Lake, located in the northern section of the Preserve may provide a boating and fishing area, but it is drained at the present time. The close proximity of the Preserve to Steger is used to advantage by many Steger residents.

The section of undeveloped Forest Preserve land bordering Steger, located between Ashland Avenue, 34th Street, Steger Village limits, and South Chicago Heights has particular potential usefulness to the residents of Steger. Action has been taken to secure a long-term lease for the use of this land as a Village park.

PRIVATE

1. Clubs.

- (a). Steger American Legion Post 521. The American Legion has a new and very attractive building. The recreation area is a hall 42' x 100' with a kitchen area attached. A small stage is located at one end and the dance floor is spacious and well designed. Chairs and tables are available for suppers or other purposes. Attached to the Hall and Legion Home is a new ten-lane bowling alley owned by the Ex-Service Men's Club.
- (b). V.F.W. Steger Honor Eleven Post 8283. The Veterans of Foreign Wars are also housed in a relatively new building. The recreation area is a hall approximately 95' x 40' with kitchen facilities attached. The dance area is quite spacious and there is a stage equipped for dramatic events at one end of the hall.
- (c). The Adams' Heights Improvement Association. This is an organization designed to work for improving their community and to maintain a community hall. The hall is 20' x 40' and capacity is around 100 persons. It is used for scout activities, neighborhood gatherings, fund raising dances, and other civic activities.

2. Churches.

- (a). The Immanuel Lutheran Church is located on Emerald Avenue and W. 34th Place. Its facilities include an indoor hall 30' x 60' and a play area 200' x 250'.

These facilities are used primarily for family outings, suppers, social and religious gatherings and free play by the younger members of the congregation.

- (b). The First Congregational Church on W. 34th Street has a large fellowship hall 50' x 60' and a small meeting room 20' x 30'.

Church recreation activities are largely family oriented such as family picnics, social gatherings, and a few teenage parties.

- (c). The St. Liborius Church has a general recreation room 60' x 70' and a school playground 100' x 150' with very limited play apparatus. The outdoor recreation facilities were greatly decreased when a new addition was built.

The only organized groups using their facilities are the Boy Scouts and the Girl Scouts.

COMMERCIAL

1. Taverns - (13)
2. Bowling Alleys - (2)
3. Billiard Hall - (1)

NEIGHBORHOOD PATTERNS

Reference has been made in previous sections to neighborhood recreation parks and recreation facilities. Each neighborhood has characteristics peculiar to it, and is set off or limited by natural boundaries or barriers such as rivers, traffic arteries, or railroads.

Experience has shown that each neighborhood should have recreation facilities to meet the needs and interests of its inhabitants. This means that certain facilities must be close to the homes for convenience of children and families. With this basic principle in mind, the following areas are regarded as neighborhoods for planning the long-range development of parks and recreation facilities.

Steger is divided into four nearly equal physical neighborhoods by traffic and rail arteries. Dixie Highway and the Eastern Illinois Railroad serve to divide the Village while 34th Street (Steger Road) divides it from east to west. Thus there are four quarters of the Village which have been designated as neighborhoods.

Neighborhood No. 1. The northwest quarter of Steger contains a mixture of old and new homes with several open building sites scattered throughout. This area will not expand in size due to the presence of the Cook County Forest Preserve to the west and South Chicago Heights to the north.

Neighborhood No. 2. is the Southwest section of Steger. The greater portion of the neighborhood is made up of older dwellings of the two-story type, but the fringe area and two relatively new subdivisions are of the low

ranch-house type. The older type dwellings are in the town proper while the newer houses are mostly the fringe areas outside the corporate limits. The homes are in good repair and this constitutes one of the more attractive sections of town.

The two subdivisions in this area are called Adams' Heights and Johnson's. Johnson's will remain part of this neighborhood in the future, but Adams' Heights will probably become part of a new neighborhood which may be formed by the housing development located west of Kings Road and the residential area on the south side of Richton Road.

This neighborhood is served by the Parkview Elementary School.

Neighborhood No. 3. is the southeast quarter of Steger. Population density is greatest along the south side of East 34th Street extending to Dorsetshire Drive and in a new housing development on the extreme southeast section of the neighborhood. There is much undeveloped land in this area but the lack of city services has slowed development. The Village of Crete to the south has annexed up much of the desirable land.

The homes in this area are mostly of older architectural design having two stories and basements. The newer subdivision homes are modern ranch type housing in the lower middle income classification. This neighborhood appears to be spread out over a large area but should eventually comprise a compact residential area

The neighborhood is served by the new Eastview Elementary School located on East 34th Street.

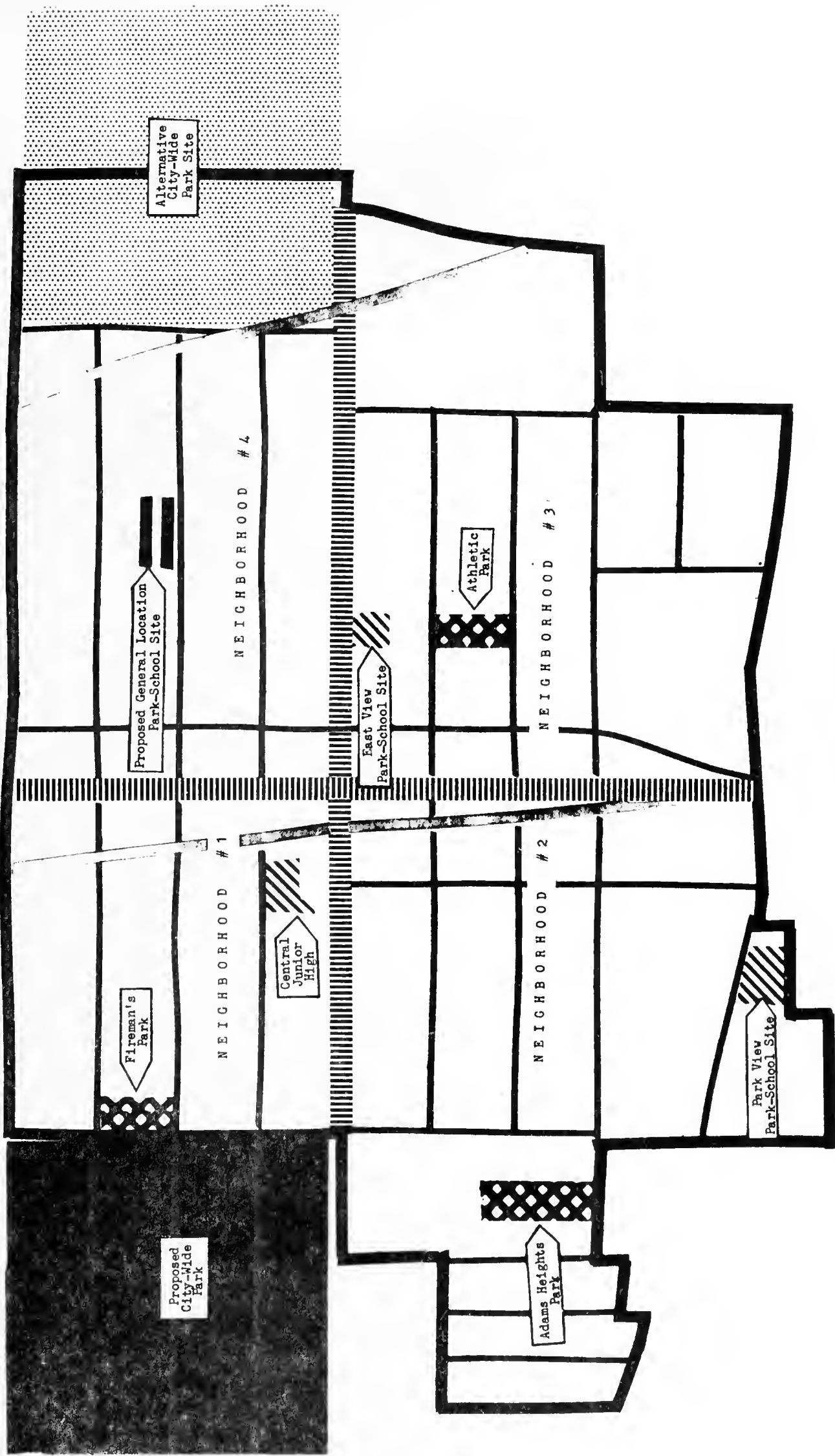
Neighborhood No. 4. is comprised of the northeast section of town. It is a sparsely settled area, but a proposed three-hundred and fifty home development may change this in the near future. The present home sites are concentrated near the center of town with a few homes scattered throughout the area. The sewage disposal plant occupies a plot of land which is roughly in the middle of the area.

A school site has been considered but no definite site has yet been secured. The future should see a heavy population of children in this neighborhood and steps should be taken to secure a suitable park-school site.

VILLAGE OF STEGER



Village of South Chicago Heights



Part III

PROPOSED PARK AND RECREATION AREA AND FACILITY DEVELOPMENTS

NEIGHBORHOODS

The physical division of the Village into four neighborhoods, and the major characteristics of these neighborhoods, have been described. The following proposals are in keeping with the principles which have been adopted by the Playground and Recreation Board for neighborhood park and recreation development.

1. North-West Neighborhood (#1 on map).

This neighborhood is already restricted from further physical expansion due to its existing boundaries. Population growth will continue, however, and it is estimated that this neighborhood will contain up to 2,500 persons when all available residential sites are developed.

Neither the school (Central Junior High) nor Fireman's Park is centrally located within the neighborhood. For this reason, development of each site should be, at least in part, for neighborhood use. The Junior High School's outdoor area is inadequate for school needs, and plans are already under way to acquire lands adjacent to the school property which will increase the size of outdoor areas available to the school to nearly 3 1/2 acres. A desirable amount of land adjacent to a Junior High School is regarded as 10 acres minimum.

The available land should therefore be developed according to a carefully prepared site plan, which would take into account the most important uses to which the space should be put for school purposes, and with a view to further space acquisition through condemnation of needed areas. It is recommended that the area north of the school be black-topped and equipped with games' standards such as basketball goals, volleyball standards, and tetherball poles. Play apparatus should be located directly north of the new school auditorium. Emerald Avenue between 32nd and 33rd Streets should be vacated, and lots numbered 12 through 24 secured and developed as open playfield space. Further acquisition to the west of this area will be necessary to enable adequate development of ball diamonds. The areas

now being acquired on the south-west corner of 33rd Street and Emerald Avenue should be used to provide a second hard-top area for multiple-use. It should be useable for tennis, volleyball, basketball, and other games. The present apparatus area on the south-east corner of Emerald Avenue and 33rd Street should be completely redesigned to provide a well-landscaped park with rest area and games courts (giant checkerboard, shuffleboard) for older citizens. This is the only park in or near the central business district.

Fireman's park should be developed as the major neighborhood recreation-park area. Its present use is limited because of its unattractive appearance, and the lack of an organized program of activities. Those features previously recommended for neighborhood park-playground development should be developed on this site, but actual design should be held in abeyance until definite arrangements are made concerning the future use of the land to the west of Fireman's Park which is now held by the Cook County Forest Preserve District. This will be dealt with in more detail in the section of the report concerned with city-wide park developments.

2. South-West Neighborhood (#2 on map).

The two recreation-use areas in this neighborhood are Adams' Heights Park (5 acres), and Parkview School grounds. The Adams' Heights property is marginal land, and should be developed as a minimum maintenance park site with expectation of only limited recreation use. The school grounds (approximately 7 acres) are at present undeveloped and should be designed for neighborhood park-school use. Additional adjacent land to the south should be acquired for park use and designed with the school grounds to provide a continuity of appearance and function.

The park-like boulevard on Halsted between 34th and 37th Streets could also be developed for very limited recreation use by providing shuffleboard, badminton, volleyball, and horseshoe courts, and tetherball poles. Some play apparatus for small children could be placed here as well, such as painted drainage pipes, climbing apparatus and the like.

3. South-East Neighborhood (#3 on map).

This neighborhood also has two potential recreation-use areas. They are Eastview School grounds (5 acres), located at the northern edge of the neighborhood on 34th Street, and the park-playfield which is centrally located within the neighborhood at Phillips and 35th Streets. Since ownership of

this park is uncertain, no development should be undertaken until ownership is secured. The Eastview School grounds should therefore be developed as the major neighborhood park-playground facility. Additional lands (approximately 3 acres) adjacent to and south of the school grounds should be secured for park-school development, and the street running north to south through this property should be vacated.

Efforts should be continued to secure ownership of the park-playfield at 35th and Phillips.

4. North-East Neighborhood (#4 on map).

At the present time the population in this area is low, and Eastview School serves this neighborhood as well as the south-east neighborhood. As the population increases in this neighborhood as previously indicated, there will be a need for a park-school development. Consideration is now being given to the selection of a school site and it is recommended that a park-school site totalling 12 to 15 acres be secured for joint development by park and school authorities.

The plot of land adjacent to the sewage disposal unit should be developed primarily as a scenic park.

COMMUNITY PARKS

The Village is not large enough, nor does it have the financial means, to be concerned with the development of parks serving groups of neighborhoods, even though it is divided by the central business district and industrial area which splits the Village into eastern and western community divisions. The major emphasis in Steger should be placed on strong neighborhood developments and on city-wide facilities. Larger facilities such as playfields and baseball diamonds may be developed at the two larger neighborhood parks, Fireman's Park and Athletic park on 35th Street respectively, when ownership to these lands is fully secured.

City-Wide Parks.

Steger has need of large park facilities which will provide space for picnic grounds, playfields, a teen-center, swimming pool and other major facilities. It should be noted that South Chicago Heights has similar needs in this regard, and since the provision of such facilities is costly, these two villages with small population and low assessed valuations would do well to combine their resources to enable the development of areas and facilities which would be designed to meet their mutual needs and interests. The method of achieving this joint action will be described in the section of

the report dealing with administration and finance. Since joint ownership and use of this large area is a major consideration, its location should be conveniently accessible from both villages. A logical site for this purpose would be the tract of land presently owned by the Cook County Forest Preserve District located east of Ashland Avenue between 34th Street and Steger Road. This land is suitably located between the two communities. If this site is unavailable, a comparable site should be sought at the eastern side of the two villages.

It should be noted that the neighborhood plan of development described in this report could be extended to South Chicago Heights to enable a consistent development of recreation and park areas and facilities throughout the urban area extending from the southern boundary of the City of Chicago Heights to the northern boundary of the Village of Crete.

Regional Parks.

The need for regional parks is met at present by the very large forested areas held by the Cook County Forest Preserve District. A large natural forested area is enclosed by the corporate limits of Park Forest on the west, Chicago Heights on the north, South Chicago Heights and Steger on the East, and the Cook County Line on the south. This area includes picnic grounds and shelters, riding trails, nature walks, and limited fishing opportunities.

Steger park and recreation officials should work actively with the officials of the Will County Forest Preserve District to ensure similar protection and development of natural areas in Will County.

Special Facilities.

Golf Courses. There should be one nine-hole public course to serve the present combined population of Steger and South Chicago Heights, with sufficient land set aside to allow future expansion to an eighteen hole course. This golf course should be located in the city-wide park previously described, or at a location conveniently accessible to both villages. It should be kept in mind that private golf clubs give no assurance that they will continue as golf courses. In fact, the need for public action to preserve golf acreage is receiving increased attention due to the sale of a number of private golf courses to residential developers.

Swimming Pool. There is a need and strongly expressed desire for an outdoor swimming pool in Steger. A similar need exists in South Chicago Heights. The two villages should therefore join resources to finance the construction of such a pool. Their combined population would ensure sufficient attendance to enable a sound financial operation of the facility.

The proposed pool should be designed for multiple use, with large shallow-water (3' to 5') swimming area, diving well, and junior instruction pool. The cost of the facility would depend on its design and other factors, but would likely approximate \$100,000 to \$125,000 or more.

Public Tennis Courts. There should be one public tennis court for each 2000 people. It is recommended that tennis courts be located in the proposed "city-wide" park to serve both villages and that an initial installation of 4 courts in a battery be planned. Coin-metered night lighting should be provided. Additional tennis facilities should be located at the Junior High School.

Baseball Diamonds and Softball Diamonds. These should be distributed throughout the neighborhoods. There should be at least one softball diamond and one hardball diamond in each of the four Steger neighborhoods.

Recreation Building. There should be a recreation building to serve Steger and South Chicago Heights. While it would be designed to serve primarily as a teen-center, it should also serve other age groups, particularly the older citizens. The present halls of the American Legion and the V.F.W. serve the major needs of many of the adults for this type of facility. Teen-agers, however, are in dire need of a suitable building where they may center their leisure interests and activities. This need is increasing as great numbers of children are entering the teen-age bracket.

The proposed building should provide the following facilities:

large assembly hall-auditorium with stage

games room

street-shoe playroom-gym

4 or 5 meeting rooms

arts and crafts room

library

kitchen

lounge

offices

adequate storage

The cost for such a facility is from \$12 to \$18 per square foot depending upon the design and materials used in construction.

Part IV

RECOMMENDED RECREATION PROGRAM DEVELOPMENTS

The written responses by organizations to questionnaires and the responses from teen-agers and adults who were questioned directly indicate the deficiencies in program services, and indicate the need for a year-round, well-balanced program of activities. Emphasis should be placed on the needs of children, teen-agers, and older citizens.

The following evaluation of the quantity of program services in Steger is based on seven general activity categories:

Sports and Athletics -

The major sports program is the baseball program. There is little opportunity for girls in this area. Public programs should be established in archery, badminton, swimming, touch football, soccer, tennis, ice skating and the like.

Dancing -

The Teen Club provides limited dance opportunities for teen-agers, and adult dances are held in the American Legion and V.F.W. halls. Increased opportunities should be provided for teen-agers to participate in social, square, and folk dancing activities.

Social Activities -

Opportunities for social activities in Steger are provided through various organizations, clubs, churches, and other interest groups. The major need in this area is for a public recreation building which could serve as a base for a variety of social activities for all age groups. Special effort should be made to provide increased social opportunities for teen-agers and for older citizens.

Dramatics -

The schools have a limited program of dramatics, but little else is done to enable local participation in dramatics by adults. Increased opportunity is needed in this area for all age groups.

Music -

Steger has a very fine music program for youth through the school and summer band program, but community participation is limited. This

program should be expanded and enriched to ensure that adults have opportunities to share in music activities and that school children have something to look forward to in this area of skill after school graduation.

Arts and Crafts -

A program of arts and crafts with qualified instruction should be established. Although there are a number of gifted craftsmen in wood-working in Steger, little is being done to perpetuate skill in this craft. Programs should provide opportunity for children, teen-agers, adults and older adults.

Nature Activities -

The only existing nature program offerings are being provided by the Boy Scouts and Girl Scouts. Public camping and hiking opportunities exist in the Cook County Forest Preserve but are not being used to advantage by Steger residents. Day camping, overnight camping, hiking, and outdoor education classes should be a part of the public recreation program.

It is not the purpose of this section to evaluate the quality of existing program services in Steger. The valuable services that these existing programs are providing cannot and should not be underestimated. It is evident, however, that adequate program services are not available, and will likely not be provided until professional recreation leadership is provided. Voluntary and private organizations cannot and should not be expected to shoulder the responsibility of providing the total range of community recreation services. A public recreation agency must accept the responsibility for providing the basic floor of facilities and services. Experience has shown that qualified leadership is of utmost importance if program offerings are to be successful.

It should again be noted that the program needs of South Chicago Heights are similar and that by a pooling of resources, adequate leadership could eventually be provided to serve the urban area represented by both Steger and South Chicago Heights.

Part V

ADMINISTRATION, FINANCE, AND PERSONNEL

The present administrative body for recreation in Steger is the Playground and Recreation Board which operates under the authority granted to cities and villages in the Illinois Revised Statutes, Chapter 24, Article 57. Organized by referendum in 1949, the Board levies a tax of .0667% on the assessed valuation of property within the corporate limits. This produces a tax revenue for recreation purposes of less than \$6,000 per year. An additional revenue of approximately \$1,250 is realized from the band tax and is administered by the Playground and Recreation Board. Up to the present time no general obligation or revenue bonds have been issued to provide for the needed capital improvements. The Village has outstanding bonds for other purposes, but has further borrowing power within its legal limitations for approximately \$150,000 in general obligation bonds.

It is evident that the tax revenue is not adequate to provide even a basic year-round recreation program under the direction of a paid full-time recreation director. At the same time, available funds are inadequate to provide adequate maintenance and development of existing areas and facilities. While the Village could levy a village park tax with consent of the voters, even this additional revenue would be inadequate to provide the services needed. The tax base is too small, and the assessed valuation is too low.

The logical solution is to expand the tax base, and to include areas in the expanded base which include potential for increasing the assessed valuation per capita. The apparent need for similar services in South Chicago Heights leads to the conclusion that the interests of both communities could best be served by mobilizing the resources of both in a common endeavor. The Illinois Revised Statutes provide two major ways of accomplishing such a united effort.

Method #1.

The first method is found in the Cities and Villages Act, Chapter 57. It is stated therein that "Any two or more municipalities may jointly establish, maintain and conduct a recreation system and acquire property for and establish and maintain playgrounds and recreation centers."

To achieve this union, it would first be necessary for the Village of South Chicago Heights to hold a referendum to authorize the Village to establish a playground and recreation system. Following favorable passage of such a referendum, the trustees of the two villages could act to form a

joint recreation board to serve both villages. This would produce a tax base of approximately \$15,000,000 assessed valuation at the present time. Assessed valuation would average \$1,300 per capita. Tax revenue for recreation purposes would be approximately \$10,000 to serve a population of slightly over 11,000 persons.

The tax base under this method would be limited to the corporate limits of the two villages. Similarly, borrowing power would be limited to the capacity of the two villages and subject to separate referendums in each jurisdiction.

Method #2.

The second method is found in Chapter 105, the Park District Code. This provides for the incorporation, establishment, maintenance and development of a park district. A park district, it should be pointed out, is a separate municipal government, similar in nature to a school district, which derives its powers directly from the statutes enacted by the State Legislature. It is not a branch of city or village government.

A more detailed description of the provisions of the Park District Code are given in Appendix A of this report.

It is important to note that the boundaries of a park district need not be restricted to coincide with any other area of governmental jurisdiction. They may not, however, trespass upon the boundaries of an existing park district. The boundaries of the nearest park districts are those of Crete to the south and Chicago Heights to the north. This leaves a potential park district area which includes:

the Village of Steger.

the Village of South Chicago Heights.

unincorporated area to the east of Steger and South Chicago Heights.

unincorporated area to the south-west of Steger.

The tax revenue derived from the successful organization of a Park District embracing the two village areas, at a rate of .08% would be approximately \$12,000 and would be increased according to the assessed valuation of any additional area included. As the population of the proposed district increased, so would the assessed valuation. Additional tax revenues could be obtained with the approval of the voters of the district, at the rate of .04% additional for corporate purposes and .05% for recreation purposes.

It can readily be seen therefore, that with favorable response from the public, the proposed district would be in a position to provide a more adequate year-round recreation program and park maintenance operation than would be possible under method #1. Similarly the district would control its own borrowing power, always, of course, subject to approval by the voters.

It is recommended that method #2 (park district organization) be adopted as the most suitable way of providing recreation and park areas, facilities, leadership and programs in Steger, its neighboring community South Chicago and their environs.

Park district organization is recommended for these major reasons:

1. Steger has insufficient population and financial resources to provide adequately those recreation and park areas, facilities and programs which are needed.
2. South Chicago's situation in this regard is similar to Steger's.
3. By combining resources under a special district it is potentially possible to provide the residents of both villages with the needed areas, facilities and services.
4. The tax base is not limited to presently incorporated areas but may be extended to include those areas which would be served by the proposed facilities.
5. Borrowing by using general obligation bonds could be accomplished more simply, through a single referendum per issue.
6. Additional taxes can be levied throughout the proposed district for any purpose only if the voters approve the increase by referendum.
7. The governing board of the proposed park district would be composed of 5 elected commissioners whose primary concern would be for the provision, operation and maintenance of park and recreation areas, facilities and services. The commissioners serve without pay.
8. The present trend in Illinois communities is towards this method of providing park and recreation areas, facilities and services. It has been noted that Crete to the south and Chicago Heights to the north have already taken this step.

It is recommended that Steger officials meet with representative interests in South Chicago Heights to explore the possibility of the two communities taking joint action at an early date. It is further recommended that such action by Steger be taken with the understanding that the Village would stop levying the recreation tax upon the successful passage of a park district organizational referendum at the time that funds become available to the proposed park district.

Leadership.

The responsibilities of the proposed park district for facility development, management and maintenance indicate the desirability of employing a person well qualified to give executive direction. At the same time there will be a need for qualified leadership and direction of the recreation program of the district. It is recommended, therefore, that when funds become available, a qualified Superintendent of Parks and Recreation be employed.

The recommended starting salary range for the position is \$5,500 to \$6,500 depending on the qualifications and experience of the successful applicant. A detailed description of the position, duties, and responsibilities of a Superintendent of Parks and Recreation are included in this report as Appendix B.

Alternative Administrative Proposals.

It is strongly recommended that park district organization be undertaken as described. The following alternatives are presented in case park district organization is not acceptable to the two municipalities.

Alternative #1.

By organizing under the provisions of the Cities and Villages Act, the Villages of Steger and South Chicago Heights could organize jointly to pool their resources and provide recreation program services, as described in Method #1 on page 35.. This would be the most desirable alternative to park district organization. It would enable the employment of a recreation director and the development of a year-round recreation program.

Alternative #2.

Should it be preferable for Steger to continue to attempt to provide its own park and recreation services independent of cooperative action with the Village of South Chicago Heights, it will be necessary to levy additional taxes, using the provisions of the Cities and Villages Act (Chapter 24, Article 52, Illinois Revised Statutes), which require a referendum. This article of the Act provides for a levy of a tax of up to one mill on the assessed valuation of property within the corporate limits and would result in a revenue of over \$8,000 per year for park purposes. This would free the funds obtained under the Playgrounds and Recreation Centers Act for leadership and program purposes, and enable the establishment of a Park and Recreation Department as an arm of the Village Government.

In conclusion, it is again emphasized that park district organization of the combined Steger-South Chicago Heights community would be the most effective way of providing public park and recreation services to the total area, and represents the most economical method of so doing to the citizens of each community.

APPENDIXES

APPENDIX A

SOME BASIC PROVISIONS OF THE PARK DISTRICT CODE

The following is a brief description of sections of the Park District Code which are pertinent to the establishment and operation of a park district.

The purpose of the Park District Code is to provide for the incorporation, establishment, maintenance, and development of park districts in the State of Illinois.

A park district must be in one connected area, no part of which may be in an existing incorporated park district. The boundaries of the district need not coincide with the boundaries of any other municipal corporation.

A park district may be formed through the following procedures:

1. A petition must be signed by at least 100 of the legal voters who live within the proposed district. It should be addressed to the county judge and filed with the clerk of the county court. The petition should include the following:

- A. A statement saying the persons signing the petition wish to hold an election to determine whether or not a park district should be created.

- B. A clear definition of the area to be included in the proposed district.

- C. The name of the proposed district.

2. An election to decide on the question raised by the petition and to elect five commissioners shall be called by the county judge. The clerk of the county court shall publish a notice of the election twenty days before it is to occur.

3. The election returns shall be canvassed by the county judge. If a majority of the votes cast are in favor of creating the district, the district will then be deemed organized.

The governing body of the park district is organized as follows:

1. A board of five commissioners is elected.

2. The five commissioners who are elected at the time the district is created will arrange their terms, by lot, so that two of them will serve for six years, two of them for four years, and one of them for two years. This is done to stagger the terms of office so that no board, except the first, will have five new members all at one time.

3. Thereafter, the regular term of office will be six years.

4. Elections will be held on the first Tuesday in April of odd years unless the board changes them to the third Tuesday by ordinance.

The park district is authorized to provide the following:

1. recreation buildings, areas, and programs

2. musical concerts

3. airports

4. armories

5. museums and aquariums

6. swimming pools

7. In general any other facilities, equipment, and programs which are appropriate for park purposes in any part of the park district.

A park district may acquire real or personal property as follows:

1. Lands within the district may be acquired by any of the following means:

A. condemnation

B. gift, devise, or grant

C. purchase

D. transfer from another municipality.

2. Lands outside of the district may be acquired by any means except condemnation.

3. Personal property necessary for corporate purposes may be acquired by any means except condemnation.

4. Lands may be acquired by any means for airport purposes.

5. Park districts may lease land from public or private sources under certain circumstances for park or playground purposes.

The boundaries of a park district can be changed after they have been legally established. Areas may be added by annexation and subtracted by disconnection. Several methods of annexation and certain limitations and conditions concerning annexation are provided in the Park District Code. Methods and conditions for disconnection are also provided.

The taxing power of a park district is as follows:

1. A general operating tax for corporate purposes, not to exceed 1/10 of 1% (1 mill) per dollar valuation, may be levied upon a favorable organization referendum. This is subject to a 20% reduction as provided in the Illinois Revenue Law. In other words, the park district may, upon favorable organizational referendum, levy a tax of eight cents per \$100.00 assessed valuation.

2. An additional operating tax for corporate purposes, not to exceed five cents per \$100.00 assessed valuation, may be levied with specific referendum approval. This is also subject to a 20% reduction as provided in the Illinois Revenue Law.

3. In addition to the taxes levied for corporate purposes, a recreation program tax of five cents per \$100.00 assessed valuation may be levied with specific referendum approval. This tax is for the planning, establishing, and maintaining of recreation programs carried on by a park district.

The park district may borrow money for certain purposes as follows:

1. A park district may issue bonds on the credit of the district for park, boulevard, or armory purposes.

2. The bonds must be authorized by ordinance, and require specific referendum except as follows:

A. in general park districts with a population of more than 45,000

B. for refunding bonds. (Bonds issued to pay the principal and interest due on existing bonds.)

3. The total outstanding indebtedness of a park district is limited to 2.5% of the last assessed valuation.

4. The outstanding indebtedness may be increased to 5% upon the petition of 2% of the legal voters who voted in the last general election, and a successful referendum.

More detailed information concerning the establishment and operation of park districts may be found in the pamphlet: The Park District Code (revised), compiled by Charles F. Carpentier, Secretary of State (and available from that office) and in: Illinois Revised Statutes, 1959, Chapter 105.

APPENDIX B

SUPERINTENDENT OF PARKS AND RECREATION

The superintendent of parks and recreation is the chief executive officer in charge of a parks and recreation department and its personnel. He is responsible for the administration of a comprehensive recreation program for the entire community and for the administrative management of the public parks, playgrounds, and other recreational facilities. The superintendent serves as technical adviser and consultant to the Park District Board and administers the policies laid down by that authority. The superintendent of parks and recreation has executive responsibility for both the recreation and the park functions, and for the maintenance of a high level of recreation service through the efficient administration of both.

DUTIES

Administration.

1. Supervises the work of the Park District Board in accordance with the general policies established by the Board.
2. Organizes and superintends an efficient administration for the Board.
3. Establishes, reviews, and coordinates procedures to the end that maximum service may be provided at reasonable cost.

Program.

1. Develops a broad diversified program of recreation activities and services to meet the needs of the public.
2. Supervises the organization and conduct of the community recreation program, including both those activities under active leadership and others which primarily require provision of space, facilities, and general administrative service.

Staff.

1. Recruits, selects, and employs or recommends the employment of department personnel.

2. Organizes, assigns, and trains department personnel; develops and maintains good work relationships among staff members.

3. Establishes and develops a program for continuing use of volunteers in the recreation program.

Areas and facilities.

1. Superintends the acquisition, planning, design, and construction of recreation and park facilities under the control of the Park Board.

2. Operates and maintains all areas and facilities under Board control for optimum use in support of the community recreation program.

3. Establishes close working relationships with and serves ex-officio as consultant on recreation and park matters to public and voluntary community agencies concerned with city planning, housing, public welfare, education, and other subjects closely related to community recreation.

Planning and research.

1. Studies and analyzes the effectiveness of the Park Board's services.

2. Studies conditions, needs, and trends affecting the recreation and park requirements of the community.

3. Prepares and recommends adoption of long range and immediate plans to meet community needs for adequate recreation space, facilities, program and personnel.

4. Studies and keeps informed of developments in the park and recreation fields.

Finance.

1. Directs, controls, and accounts for the expenditure of Board funds in accordance with budget appropriations.

2. Prepares and justifies budget estimates, work programs, and supporting data for the recreation and park functions.

3. Supervises the keeping of complete financial records for the Board.

4. Recommends establishment of necessary fees and charges for various department services, and supervises their use.

Public and community relations.

1. Interprets to the public the community recreation program and its philosophy and objectives through all suitable means including the use of volunteers and staff members as well as news media.
2. Promotes the public use of recreation facilities, areas, and equipment for group and individual play, recreation, and relaxation through a continuing program of public education.
3. Establishes and maintains cooperative planning and working relationships with other local community agencies, governmental, voluntary, and private and with state, regional, and national agencies concerned with recreation, parks, conservation, and related fields.
4. Organizes, promotes, and cooperates with neighborhood or community wide recreation councils or similar groups identified with recreation and parks.

Records and reports.

1. Maintains systematic, complete, and accurate records of the Board activities, services, personnel, and property.
2. Prepares and issues regular and special reports for use by staff, Board, community officials, and others, and for the information of the community.

SPECIAL QUALIFICATIONS

1. Understanding of the function, design, and maintenance of parks and recreation areas and facilities; and ability to superintend a program of acquisition, construction, and maintenance of park and recreation areas and facilities.
2. Professional administrative skill in the supervision of technically trained personnel from such fields as landscape architecture, forestry, and horticulture, in the planning and operation of parks and recreation areas and facilities.
3. Thorough knowledge of the theory and philosophy of recreation, and ability to interpret this philosophy to others.
4. Understanding of the problems of a community in relation to recreation, and ability to formulate and administer recreation programs to meet specific community needs.

5. Professional administrative skill in the organization, development and maintenance of a comprehensive community recreation program involving the operation of areas and facilities and the recruitment, selection, training, and supervision of personnel.

6. Professional understanding of the varied activities which make up a community recreation program, and technical competence in directing their optimum use to meet the needs of people of all ages and interests.

7. Capacity for cooperating with and interpreting parks and recreation to related public, voluntary and private organizations, and the public.

8. Skill in communication through speech and writing.

9. Executive capacity for decision making and implementation of policy, coupled with extensive knowledge of principles and techniques of management as applied to parks and recreation.

10. Initiative, creativity, perseverance, and the ability to inspire the continuing best efforts of others.

MINIMUM QUALIFICATIONS

1. Completion of the requirements for a Bachelor's degree in recreation with specialized courses in park management, including studies in landscape architecture, forestry, horticulture, and conservation.

Plus

2. Proven successful and progressive experience in supervisory or executive work combining park and recreation responsibilities and duties.

Recommended starting salary range \$5500 to \$6500.

APPENDIX C

PARK DISTRICT BOARD DUTIES, POLICIES, AND PROCEDURES

Procedure.

1. Adopts by-laws governing the organization of the Board and the calling and conduct of its meetings.
2. Elects officers annually as prescribed in the by-laws.
3. Provides for appointment of the chairman of standing committees on all major continuing functions such as Finance, Personnel, Buildings and Grounds, and Program.
4. Restricts committee action to the making of recommendations and the performing of duties specifically authorized by the Board.

Meetings.

1. Holds regular meetings (at least monthly) that are open to the public.
2. Provides for notices of all meetings to be sent to Board members.
3. Requires a quorum for formal official actions.
4. Keeps a complete record of all Board meetings.
5. Minutes of each meeting are submitted to Board members before the next regular meeting and are formally approved by the Board at the next meeting.
6. Conducts its meetings in accordance with procedure prescribed in the by-laws and reaches decisions only after full consideration and debate on the issues in question.

Finances.

1. Adopts specific procedure for the efficient handling, spending, and accounting of Board funds.
2. Each month requires and reviews a written financial statement of appropriations, expenditures, and balances.

3. Analyzes the financial needs of the department and prepares a budget well in advance of the adoption date.

Relation to superintendent.

1. Selects and employs the best superintendent available in accordance with nationally recommended standards.

2. Requires the superintendent to submit a written monthly report.

3. Adopts a policy that individual Board members shall not give instructions to the superintendent, except as related to specific committee assignments.

4. Requests the superintendent to submit recommendations on all problems (relating to programs, facilities, and the like) for which professional advice is needed.

5. Upon adoption of a policy or approval of a course of action, the Board gives the superintendent full authority and responsibility for administering the policy or seeing that the action is taken.

6. Encourages the superintendent to initiate suggestions which will increase the effectiveness of the department and to bring to the attention of the Board matters requiring policy decisions.

7. Holds the superintendent ultimately responsible for the success or failure of the program, within the limitations in which he must work.

8. Encourages its superintendent and other staff workers to attend state and national meetings of recreation workers, take an active part in professional organizations, attend institutes and training courses and in other ways advance in their profession.

Relation to staff.

1. Assures for the employees of its department the same consideration with respect to working hours, sick leave, vacations, holidays, accident compensation, job security, and retirement benefits as apply to comparable workers in other city departments.

2. Adopts an official personnel policy that insures the employment of competent leaders, a sound division of duties and responsibilities, a fair salary schedule and satisfactory working conditions.

3. Both the Board and its members deal officially with the recreation staff only through the superintendent.

4. Arranges for appeals from staff members to be submitted to the Board and heard in closed session, if desired.

5. Through the superintendent invites members of the supervisory staff to meet with the Board when problems relating to their part in the program are under consideration.

Relation to work of department.

1. Makes periodic inspections of recreation areas and facilities to make sure that they are operated and maintained in a satisfactory condition.

2. Makes periodic observations of program.

3. Participates actively in the interpretation of the department's program, objectives, and needs.

4. Becomes familiar with the characteristics of a well balanced community recreation program and gives the superintendent suggestions for planning the program of the department.

5. Arranges for a city-wide analysis of existing recreation areas and facilities, adopts a long range program for the acquisition and improvement of recreation areas, and reviews this program at least every two years.

6. Makes a comprehensive appraisal of the department at least every five years.

Relation to other agencies.

1. Consults with the local school authorities in regard to preliminary plans for new school sites or buildings and the design of indoor and outdoor facilities that might be suitable for community recreation use.

2. Consults with the local planning authorities with respect to any proposals or plans that relate to recreation areas or facilities.

3. Shares the credit with other departments and organizations that cooperate in its program.

4. Takes the initiative, if necessary, in forming a recreation council or in bringing together periodically an informal group representing the local agencies concerned with recreation for a discussion of mutual problems and as an aid in cooperative planning.

5. Meets annually, either as a whole or through a committee, with the Board of Education to consider problems of mutual interest.

6. Through its superintendent, or otherwise, keeps in close touch with city departments and private agencies concerned with recreation and the use of leisure time.

Relation to the public.

1. Makes it clear to the public that all suggestions and criticisms will be welcome and will receive thoughtful consideration.

2. Conducts its affairs in a manner that wins public respect and support for the department and guarantees its integrity to the community.

3. Is ready to listen to criticism and quick to discern and remedy situations that require correction, either by the Board or staff members.

4. In addition to submitting an annual report as required, maintains a public relations program throughout the year, utilizing the press, radio, speeches, movies, exhibits, come-and-see tours, and other appropriate media.

5. Represents the interests of the entire community and not the interests with which individual members may be affiliated.

6. Encourages citizen interest and participation in the work of the department by the enlistment of volunteers, the appointment of committees for special projects, and in other ways.

Others.

1. Keeps in touch with recreation developments by having its members read such magazines as Recreation and other publications especially applicable to its work.

2. Arranges each year to have at least one Board member attend the National Recreation Congress or some other national or state meeting related to recreation.

3. Arranges for each Board member to speak about the work of the department at least once a year.

4. Recognizes that individual members have no right to speak for the Board unless specifically authorized to do so by Board action.

5. Uses its influence to assure the appointment to the Board of competent, public spirited individuals.

6. Adopts specific procedures for helping new members assume their responsibilities.

APPENDIX D

PARK-SCHOOL COOPERATION

Schools, parks and recreation programs result from the American public's desire for educational and recreational facilities and opportunities. Increased urban growth, coupled with increasing population pressures, is leading to intensified demands on public park, recreation and school agencies for an increasing variety of services. The need to use the facilities of these agencies for the greatest public good is heightened by the heavy demands on tax dollars available for these purposes.

School, park and recreation authorities throughout the country are exploring ways and means of working cooperatively for mutual advantage and increased service to the communities they serve. Through joint efforts, each agency can contribute to greater public service without giving up any of its legitimate responsibilities.

It is desirable that a working relationship, as expressed in a written joint agreement, be established before either the park and recreation or school agency makes extensive use of the other's resources. Failure to establish such a working relationship may result in misuse or misunderstandings concerning the use of the facilities. Unfortunate occurrences of this nature have, in the past, hindered the provision of programs and services which make the best possible use of public facilities.

A park-school agreement should provide a sound arrangement for cooperative planning and action and should include the following elements:

- (a) A declaration of intent by both boards to accept cooperative responsibility in the provision of such areas, facilities and supervision as may be required to meet the recreational needs of the constituency, consistent with the legal authority granted to each through enabling state legislation;
- (b) Agreement by the school district that its areas and facilities may be considered available for recreation uses by citizens within such limitations as may have to be placed upon their use by reason of the suitability of the area or facility involved, and prior claims of established or planned school activities, or by reason of other logical considerations;
- (c) Agreement by the recreation/park agency that its areas and facilities may be considered available to the school district under conditions corresponding to those set forth above for the use of school property;

- (d) In view of the recognition of the cooperative responsibility of the respective boards to render the largest possible recreation service to the citizens of the city, each board should express its willingness to grant the other the use of its facilities and areas generally in preference to non-public agencies, consistent with such rules and exceptions as may be considered necessary and desirable;
- (e) Land acquisition policies should be set forth with due consideration for location, size, influence area, site design and development cost. Site acquisition should precede, wherever possible, the urban development of the area it is to serve;
- (f) Area and facility development responsibility agreement in keeping with the principle that in general the recreation/park agency is better equipped to develop recreation areas and facilities, and the school district is better equipped to construct educational facilities;
- (g) Area and facility maintenance responsibility agreement in keeping with the principle that in general the recreation/park agency is better equipped to maintain outdoor areas and facilities, and the school district is better equipped to maintain its own indoor facilities;
- (h) Supervision responsibility agreement in keeping with the principle that in general, when one agency uses the other's facility, it shall accept full responsibility for the provision of qualified supervision over the activity, and responsibility for any damages resulting from the use of the facility other than normal wear and tear; and
- (i) Cost sharing agreement, which should generally be determined on the basis of exchange of services and privileges rather than on the basis of cross-billing for services and privileges.

ALLOCATION OF PUBLIC SCHOOL FACILITIES FOR RECREATION PURPOSES

The most desirable way to allocate school facilities is to establish a policy, and to make this policy known to prospective users of the facility. Policy considerations should include the following:

- (a) A listing of facilities which may be used for recreational purposes.
- (b) A description of each facility and the purposes for which it is suitable.
- (c) Rules and regulations governing the use of the facility.
- (d) Cost for the use of the facility.
- (e) Method of deciding priority of allocation. This should be clearly stated in order to avoid misunderstanding and conflict.

Groups seeking permits for the use of Board of Education physical education and classroom or auditorium facilities should be recognized on a priority basis such as the one indicated below.

SUGGESTED PRIORITIES FOR ISSUING PERMITS

1. Local Schools

Each school should have the full use of its own facilities during the regular school day and until 6:00 p.m. except as noted later in this paragraph. Following this hour, the facility should be considered open for permit requests on a "city-wide" basis, with requests from the local school being honored first. Each school desiring the evening use of physical education or other facilities should anticipate its needs for one semester in advance. Lists of these anticipated needs should be sent to the central office for the first semester by October 1, and for the second semester by January 1. No requests need to be made for a school's own facilities before 6:00 p.m. except when due to lack of gymnasias and swimming pools, it is necessary for that school to share its facilities with another school. Under such conditions, the facilities should be considered as "city-wide."

2. Other Schools

The requests of other schools for recreational activities should be honored ahead of those of outside groups. The lists of the anticipated needs of all schools submitted to the central office should be used in assigning permit times of the various schools to the facilities available.

3. Public School Recreation Activities

In addition to the physical education or the athletic use of school plants by the public schools, schools occasionally wish to schedule other recreational activities. It is understood that small group dances and parties and other recreation activities involving small numbers should be scheduled wherever possible in smaller rooms in order that the main gymnasium rooms may be kept available for those recreation programs requiring the larger space. If, however, a large school dance is to be sponsored for a school having a gymnasium or by another public school wishing to use another school's gymnasium, the large gymnasium rooms should be made available on a permit basis.

4. Recreation Commission

When the needs of the schools (including P.T.A. groups) have been met, the requests of the Recreation Department for facilities for their use in promoting community recreation programs should be recognized first for the remaining time.

5. Other Recreation Groups

After the Recreation Department has set up its program of activities in such a manner that time to be consumed in the facility is definite, the requests of other individuals and organizations will be considered with preference given to those requests involving activities of a recreational nature.

6. Other Non-recreation Groups

The requests of other miscellaneous community groups and organizations conducting activities not related to recreation should be honored if there is remaining time and the activities are appropriate for the facility requested.

RULES AND REGULATIONS

The central office should prepare the necessary bulletins and application forms to be issued to the various groups seeking permits to use school facilities. These bulletins should be approved by the Superintendent of Schools and the Business Manager of the School District, and the policies outlined should have approval of the School District Board and the Recreation/Park Board.

LEASING OF SCHOOL DISTRICT GROUNDS

Where it is desirable and necessary for a park/recreation agency to lease grounds from the School District, a carefully prepared lease agreement giving consideration to all pertinent factors should be drawn. The agreement duplicated here as Appendix E is regarded as a good example of such an agreement.

APPENDIX E

SAMPLE LEASE

OF

SPACE AND GROUNDS

AROUND SCHOOL BUILDING

THIS INDENTURE, made in the Village of Glenview, County of Cook and State of Illinois, on this _____ day of _____, A.D. 1950, between Board of EDUCATION OF COMMUNITY CONSOLIDATED SCHOOL DISTRICT NO. 34, Cook County, Illinois, hereinafter referred to as the Lessor, and GLENVIEW PARK DISTRICT, a municipal corporation of Glenview, Cook County, Illinois, hereinafter referred to as the Lessee.

WITNESSETH:

That the Lessor, in consideration of the rents hereinafter reserved, and of the agreements, conditions, covenants and terms on the part of the Lessee hereinafter contained hereby demises and leases to the Lessee, and the Lessee hereby takes from the Lessor, for the establishment, equipment, operation and maintenance for Parks, Playground, Recreation grounds, and Athletic fields, the following properties and parcels of land hereinafter referred to as the demised premises laying in Community Consolidated School District No. 34, Cook County, Illinois and more particularly described as follows:

Insert legal description:

TO HAVE AND TO HOLD the said demised premises by the Lessee to be maintained and operated by said Lessee as part of the Lessee's Park and Recreation system for the term commencing on the 1st day of June 1950, and ending on the 31st day of May 1975, unless sooner terminated as hereinafter provided, at the net rental of ONE DOLLAR (\$1.00) per annum for said period and in further consideration of Lessee rendering to Lessor the services mentioned in Paragraph 2 hereafter.

That it is the intention of the parties hereto, and it is mutually understood and agreed that the purpose of this lease is to provide adequate playground and recreation facilities for the pupils enrolled in the schools under the jurisdiction of the Lessor, and for the inhabitants of said Park District at the most economical cost to the legal resident and taxpayers of said school district and park district.

It is further intended and mutually agreed that this lease is executed in conformance with the provisions of the School Code of Illinois granting authority to the Lessor to establish playgrounds, recreation grounds and athletic fields; equipping, operating and maintaining same; and to take such steps to provide for the protection, sanitation, care and management thereof as it deems appropriate, and in conformity with Statutory authority vested in Park Boards to lease properties for park and playground and recreational facilities; and in accordance with other provisions of the statutes of the State of Illinois.

It is hereby further mutually covenanted and agreed that this indenture is made upon the foregoing and upon the following agreements, conditions, covenants and terms, viz:

1. That the Lessee will plan the development of said demised premises for the laying out and constructing and erecting swings, slides, play courts, or other playground or recreational equipment at its own expense; and that all such improvements made on said premises shall remain upon and be surrendered with the premises as a part thereof at the termination of this lease except movable equipment which shall remain the property of the Lessee and may be removed from said premises by the Lessee at any time the existence of this lease or at its termination.

2. That the Lessee shall provide for and pay the cost of construction and installing, and of maintaining and operating any play area, recreation area, playgrounds, courts or equipment placed on said demised premises. In order to induce Lessor to make this lease, and in partial consideration therefor, Lessee agrees throughout the term of this lease to maintain, cultivate and tend all shrubbery and landscaping installed by Lessor on school premises adjoining the lands hereby leased and to mow, trim, reseed and maintain the lawns located thereon.

3. That the Lessee shall pay any and all charges for water or electricity used on said demised premises as may be assessed or imposed upon or grow out of the use of said demised premises.

4. That the Lessee shall keep, save and hold harmless the Lessor from any and all damages and liability for anything and everything whatever arising from or out of the occupancy by or under the Lessee, its agents or servants, and from any loss or damage arising from any fault or negligence by the Lessee or any failure on the Lessee's part to comply with any of the covenants, terms and conditions herein contained or otherwise.

5. That at the expiration of the terms demised if this lease shall then be in full force and effect and the Lessee shall have complied in all respects with the agreements, conditions, covenants, and terms thereof, the Lessor will at the option of the Lessee, grant unto the Lessee a new

lease of such of the demised premises as then are not used or needed for school buildings, for a further term of twenty-five (25) years from the date of the expiration of this lease at such annual rental as shall then have been agreed upon by the parties and upon the conditions herein contained.

6. That if the Lessee shall fail to perform the services required of it in Paragraph 2 thereof as partial consideration for this lease, or shall within a reasonable time hereafter fail to construct such playground or recreation area or equip same, or if the Lessee shall abandon, desert, vacate or remove from said demised premises or if said Lessee shall dissolve its corporate existence, then in such event the Lessor may at its election terminate this lease at any time thereafter upon giving of ninety (90) days notice in writing of such election of mail addressed to the Lessee at its established offices, and at the expiration of said period on ninety (90) days this lease and all of the estate, right, title and interest herein granted to or vested in the Lessee thereupon shall cease and terminate.

7. That Lessor reserves unto itself and is hereby granted the right, option and privilege to cancel this lease at any time during the term thereof or any extension or renewal hereof insofar as the same is applicable to any one or more or all of the separate parcels leased herein, in the event that any of such parcels included in this lease are needed for school purposes, by giving written notice by mail to Lessee at its office address of ninety (90) days of its intention to so terminate said lease as to any or all of said properties, and at the expiration of said ninety-day period Lessee shall surrender the possession of the property or properties designated in said lease and this lease shall thereupon be terminated as to such property or properties.

IN WITNESS WHEREOF, the parties hereto have hereunto caused these present to be signed by their duly authorized officers and attested the day and year first above written.

ATTEST:

Its Secretary

ATTEST:

Its Secretary

BOARD OF EDUCATION COMMUNITY
CONSOLIDATED SCHOOL DISTRICT
NO. 34, COOK COUNTY, ILLINOIS,
Lessor

By _____
Its President

GLENVIEW PARK DISTRICT, Lessee

By _____
Its President



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UNIVERSITY OF ILLINOIS-URBANA



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